



THE DIRECTOR

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

July 16, 2004

CIRCULAR NO. A-11

Revised

Transmittal Memorandum No. 78

M-04-17

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Preparing, Submitting, and Executing the Budget

OMB Circular No. A-11 provides guidance on preparing the FY 2006 Budget submission and includes instructions on budget execution.

The revised instructions do not make significant changes to last year's guidance. There are some changes to improve the way we collect budget data and reduce workload. Like data will be grouped together, and agencies will report information in the budget database for three separate budget schedules in a single worksheet. Also, the schedule on performance metrics will be derived from information reported in the Performance Assessment Rating Tool. The Circular continues to provide electronic links to the instructions for certain essential data collections (e.g., overseas staffing and costs, motor vehicle fleet report) that are not specifically required for preparation of the President's budget. The links will be updated as necessary by the respective owners of the requirements.

This Circular supersedes all previous versions. The summary of changes highlights the substantive changes made since last year.

Your proposals should reflect the policies of the President, including implementation of the President's Management Agenda initiatives. Progress in each of these initiatives should help you identify resources to reallocate to higher priority needs.

This Circular initiates the process for the development of the President's Budget that will take place over the next 6 months. We need your submissions to follow the guidance provided in this Circular to ensure that the Budget is submitted to Congress in a timely and accurate fashion. This guidance and your submissions do not represent the Administration's policy or proposed Budget for a particular program for FY 2006. As you know, the development of the budget is a fluid process and those issues will ultimately be decided before the Budget is finalized and submitted to Congress. Over this period, we will work with you to ensure the Budget fully reflects the President's priorities within responsible spending levels. Your OMB representatives will work with you to clarify any questions you may have on the form, content, and timing of your submissions.

Joshua B. Bolten
Director

Attachment

SUMMARY OF CHANGES

Note: Vertical revision bars "|" are used in the margin of the Circular to highlight new requirements and significant changes.

Section No.	Change
20.4	Clarifies how amounts precluded from obligation are treated.
20.7	Clarifies the description of receipts, offsetting collections, and offsetting receipts.
20.12	Provides guidance on establishing TAFS to address Economy Act activities between Federal entities.
25.5	Requires agencies with over 2,500 FTEs to provide data on training costs. Also requires agencies to submit activity-level homeland security and overseas combating terrorism information.
26	Requires three sets of information to be included with agency budget submission to OMB: Program Assessment Rating Tool (PART) recommendations status, budget account information by PART program, and updated performance information.
31.8	Updates guidance on information security requirements.
31.9	Updates guidance on managing competitive sourcing initiatives.
32.1	Includes guidance on workforce planning and restructuring previously included in section 31.11
32.3	Includes guidance on growth in agency workload previously included in section 30.4.
32.4	Updates guidance on calculating prior year full-time equivalents.
32.12	Adds a table referencing additional Federal employment guidance in OMB Circular No. A-11.
51	Drops separate requirement for financial management budget justification materials.
52.3	Requires agencies to include financial management information in their Performance and Accountability Report (PAR). The PARs should include synopses of financial management strategies and on-site financial management plans, including remediation plans.
53.2	Lists the five business initiatives that will be used in reporting information technology investments for the 2006 Budget formulation process.
54.2	Requires agencies to submit a copy of exhibit 54 materials to OMB electronically at exhibit54@omb.eop.gov .
81, 82	Changes the way MAX collects certain budget data. "Like data" will be grouped together, and agencies will report all the information required for schedules A, S, and P in a single worksheet (schedule X). Schedule X will use the same line codes as those schedules, and whenever schedule X is updated, the changes will be copied to the relevant lines in schedules A, S, and P. All the lines in schedules A, S, and P will be protected. Descriptions and explanations of the line entries that pertain to schedules A and S and to schedule P will be provided in sections 81 and 82, respectively.
81.3	Updates the BEA categories that will be used for reporting data.
Exhibit 81A	Combines old exhibits 81B and 81C and drops the exhibit that summarized relationships between different MAX schedules.
82.7	Add memorandum entries to schedule P to report unavailable balances of offsetting collections.

SUMMARY OF CHANGES

Section No.	Change
82.15	Clarifies the purpose of the FACTS II fourth quarter revision window and materiality of errors.
84.3	MAX automatically generates amounts if an account uses only one character class code. Clarifies treatment of offsetting collections in expenditure accounts. Uses schedule C to collect information on research and development performed by colleges and universities and the allocation of research funds.
85	Performance metrics schedule (schedule V) will be completed using information that agencies provide in the Performance Assessment Rating Tool (PART). Some account may not include a performance metrics schedule. Schedule V does not use line numbers to link performance metrics to specific program activities; metrics relate to the account as a whole.
86.2	Requires balance sheets (schedule F) for financing vehicles.
86.5	Schedule on status of funds (schedule J) uses the previous year's ending balance instead of Treasury data; derives receipts data from schedule N instead of schedule R; includes memorandum entries on obligations and balances; drops some investment information; and is required for the National railroad retirement trust fund.
86.6	Renames schedule N, special and trust fund receipts schedule.
110, 111	Drops separate section on releases of contingent emergency funding. For releases of previously appropriated funding made contingent on the President taking additional action, agencies should contact their OMB representative.
120, 121, 130, Appendix F	In the spring of 2005, prior to the issuance of the 2005 revision to OMB Circular No. A-11, OMB will issue revised formats for the SF 132 and 133 that will be effective <i>October 1, 2005</i> , for fiscal year 2006.
120.36, 120.37	Raises the level of adjustments you can make without submitting a reapportionment request to \$400,000 or two percent of the amount of total budgetary resources, whichever is lower; and clarifies other types of adjustments that can be made without submitting a reapportionment request.
121.10, 121.11	Requires agencies to provide information on transfer appropriation (allocation) accounts and Budget Enforcement Act classifications.
140.4	Updates guidance on how to submit information required for the unvouchered expenditures report.
145.7	In reporting Antideficiency Act violations, requires agencies to state in the transmittal letter to the Director of OMB whether or not the agency received a clean audit opinion during the fiscal year(s) in which the violation occurred.
185.3	Includes a definition of modification adjustment transfer.
185.7	Clarifies how you calculate and record modifications.
200	Reminds agencies that OMB Circular No. A-19 on legislative coordination and clearance applies to plans and reports sent to Congress.
230	Requires agencies to combine their performance reports with their accountability reports and to transmit the combined report for FY 2004 by November 15, 2004. Clarifies requirements for completeness and reliability of performance data.

Section No.	Change
300.4, exhibit 300	References the Energy Policy Act of 1992, which establishes an energy management requirement for Federal buildings and facilities. Adds definitions of utility energy efficiency service contract and share-in-savings contract and questions about their use.
Appendix D	The MAX edit checks are being updated for schedule X; Appendix D will be issued at a later date.
Appendix F	Provides a separate SF 132 and SF 133 line for spending authority from offsetting collections (previously unavailable) to correspond to information in the program and financing schedule. Clarifies that amounts apportioned for subsequent periods crosswalk to SF 133 unobligated balances available line number 9A2.
Appendix I	List of FACTS II reporting providers has been dropped.